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# Massachusetts Department of Public Welfare

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## Statistical Supplement to the Annual Report

**1234567**

## Fiscal Year 1979



STATISTICAL SUPPLEMENT TO THE ANNUAL REPORT

FISCAL YEAR 1979

Department of Public Welfare

John Pratt, Commissioner

Office of Finance

Division of Statistical Reports

A Report Prepared by

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Director of Statistical Reports



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## Massachusetts Public Welfare in Fiscal Year 1979

### Overview

The report which follows will describe in statistical terms, using charts and tables, the number of cases and persons aided by the Department of Public Welfare. The recipients will be described by welfare program, over time, but especially for the Fiscal Year 1979. The expenditures made by the Department for these persons will also be described. The analysis will include comparisons with past data and comparisons with other programs and other states during the same time span. In most cases the time period will be Fiscal Year 1979 but this year will be compared to other time periods and any differences or changes will be described if the cause is known. The complete report is designed to inform the interested citizen and administrator and to serve as a useful source of welfare data for other agencies, both government and private, and the business community when used in conjunction with the Department's Annual Report.

### Expenditures

Total expenditures for public welfare in Massachusetts in Fiscal Year 1979, after adjustments, were \$1,571,515,208. Of this sum, 40.9 percent was for Assistance Payments, 47.1 percent for Medical Services and Supplies, 6.1 percent for Administration and 5.9 percent for Social Services, including Child Welfare.

Compared to the year before, total expenditures were up 132.5 million dollars or 9.2 percent. In Fiscal Year 1979, about 56 percent of the total expense for welfare was reimbursed by the Federal Government in the form of matching funds or grants which reached 879 million dollars. When total expenditures are adjusted for price changes we find that without the increase





in prices over the year expenditures would have increased only slightly in Fiscal Year 1979. This was because prices as measured by the Boston Consumer Price Index increased at a rate only slightly lower than the increase in welfare expenditures.

Expenditures for all programs combined have continued to increase each year as the total caseload increased. While 1132.6 million dollars was spent for all the programs combined in Fiscal Year 1975, (not including social services and administration), over 1382 million dollars was spent for the same programs four years later or in Fiscal Year 1979.

In conclusion it was found that expenditures in Fiscal Year 1979, while increasing significantly were only reflecting the increase in prices, especially for medical care, and the actual cost to the citizens of Massachusetts was declining due to the large increases in federal matching funds, child support and other revenues.

#### Caseloads

In Fiscal Year 1979 about 350,000 cases were aided in an average month. All the programs except the Refugee Program, the Aged-SSI program and the AFDC program had an decrease in the number of cases aided. The declines in programs were enough to offset the gains in the other programs and a decline of 5332 cases in the Average Monthly caseload was experienced. The decline was mostly due to a decrease in the number of Family Medical Only Cases.

In Fiscal Year 1979 the decline in the number of medical only cases with children under 21 was 4,835 or 19.7 percent. Another Program with a large decrease was the AFDC-Related Medical Only Program which showed a average monthly caseload drop of 1,239 cases.

The total number of cases aided each month averaged 346,192 with 614,055





people in these cases, down from the prior years average of 639,755 people.

In Fiscal Year 1979 the number of applications received per month for all programs, (SSI applications are processed by the Social Security Administration), was equal to about 6.2 percent of the average monthly caseload. Each month 13462 applications were received for the programs having an average monthly caseload of 216,651.

#### Medical Assistance

Total Medical Assistance payments reached \$740 million in Fiscal Year 1979 including \$123 million for the aged in mental hospitals and the retarded in Intermediate Care Facilities. An additional \$9.9 million was paid in premium payments to the Social Security Administration for Supplementary Medical Insurance under Medicare (Title XVII), and to Health Maintenance Organizations. Almost the the total medical expenditure was matched on a 50-50 basis by the Federal Government.

The average number of persons eligible for medical assistance each month was down from 639,755 to 611,567 people. The largest percentage of the total eligible recipients are also receiving AFDC benefits while over 117,000 are aged persons under the SSI or Medical Only programs.

The average monthly payment per eligible person ranged from \$13.59 for a person also receiving cash assistance under General Relief to \$785.57 per month for a person under the Medical-Only Disabled program, in Fiscal Year 1979. For all the programs the average payment per month per person was \$115.44.

For all the programs, of the average number of eligible recipients each month (611,567) only 396,750 actually had at least one medical payment made for them in the average month, or 64.9 percent of the eligible persons, up from the 59.4 percent in Fiscal Year 1978.



## Income Maintenance

The most significant development as far as the Income Maintenance programs were concerned in Fiscal Year 1979 was the decline in the number of AFDC recipients (persons in the household aided), while the caseload was increasing slightly. This in turn led to a decline in total expenditures for the AFDC program; the first such decline since Fiscal Year 1953.

The decline in the number of recipients is the result of fewer persons in the AFDC household and more households with only one person being aided under the program.

While total expenditures for AFDC fell in Fiscal Year 1979 from the previous year, expenditures increased for the SSI program and the General Relief Program due in part to higher budget standards set by the legislature and reflecting the higher prices that all consumers have to pay for goods and services.

Compared to the other states, the average direct payment to General Relief recipients in Massachusetts was below the average for all the states having a General Assistance Program. The average payment under AFDC was tenth in the nation in June 1979 at 311.92. In June 1978, a year earlier, the average AFDC payment was higher, (319.63), and Massachusetts ranked fourth in the nation.

## Food Stamps

In Fiscal Year 1979, the Food Stamp Program experienced many changes with perhaps the most important being that the purchase requirement was recinded and the clients no longer had to advance some of their own funds for a large value of stamps. This change took place of January 1, 1979 and in addition many changes in eligibility requirements and procedural standards were also implemented. The result was a drop in the total value of stamps purchased but an increase in the values of the benefits to the clients. Compared to the same quarter a year before the average number of food stamp cases declined and the amount of benefits increased from just over 37 million dollars to just over 41 million dollars for the quarter.

## Social Services

The greatest change in the social service programs was the addition of three additional programs, among them one for services to Battered Women and one to facilitate adoptions. In fiscal year 1979, the combined total for both of these programs was less than 250,000. The new Family Grant Program required over \$879 thousand however. Large increases in expenditures were made for the Care and Maintenance Program (\$5 million) and for services to Children in Crisis.

Not included in the Social Services section of the report but allied to the social service delivery system were the expenditures from the Aid to Families with Dependent Children's account for the Work Incentive Program.





Just under \$810,000 was spent in an effort to increase the participation of AFDC mothers, fathers and older children in work and work training programs. This includes on-the-job training and actual employment in the economy. In 1979 this resulted in over 10 thousand clients gaining employment with an annual savings to the Department of over 26.3 million dollars.

#### ADMINISTRATION

Total administrative costs were 96.5 million dollars in Fiscal Year 1979 or 11.5 million dollars higher than the year before. Most of the increase was accounted for by the increase in the amount spent for the Protective Services Unit and Training and the addition of two new units, one for Foster Care Administration and one for the "Good Health Program" of preventive medicine. Expenditures for the administration of the Food Stamp Program rose to an all time high, from 7.0 million dollars in Fiscal Year 1978 to 8.2 million dollars in Fiscal Year 1979.

While the increase in administrative costs for the Child Support Enforcement Unit increased over 500 thousand dollars the revenue from the absent parents also increased in Fiscal Year 1979 from F.Y. 1978. The increase was over 4 million dollars.





## Sources of Data

Monthly Summary Expenditure Report: A computer printout giving the unadjusted public welfare expenditures by program, including the quarterly grant and the unduplicated count of cases and recipients, by program, who received a payment or were eligible to have a payment made for them in the month.

Status of Appropriation Accounts: Monthly financial report of the Department of Public Welfare giving the funds appropriated and allocated for the year to date with encumbrances and balances for each account. The June report is used for this supplement with appropriate report on accounts payable from the previous year.

Consumer Price Index: A series published by the U.S. Department of Labor, Bureau of Labor Statistics, Quarterly, for Boston showing changes in price levels for goods and services purchased by an average defined family.

RS-I Series: A series of reports on caseload and expenditures, manually produced and processed, from data submitted by the local welfare offices prior to April 1972.

Public Assistance Statistics Report A-2: Published by the U.S. Department of Health, Education and Welfare giving welfare data by state and for the nation as a whole, especially caseload and expenditure data. Produced by the ORS at present, a unit of the Social Security Administration. Pub. #78-11917.

Federal Report 8700: The only available source of the caseloads under the Supplemental Security Income Program. It is produced by the Social Security Administration, DHEW on a monthly basis.

Form NCSS-120: A monthly report sent to DHEW showing the caseload and medical expenditures by type and by program. The data submitted is generally from the Computer Report VPS-07 with adjustments and gives preliminary data, hence estimated.

Statement of Income: A report prepared by the Office of Finance showing the income or revenue received by the Department by Revenue account number. June 1980 Report utilized.

FNS-256; Food Stamp Participation Report: A computer printout showing the amount of Food Stamps authorized and utilized by month by the food stamp recipients.



## CASELOAD AND EXPENDITURES

### Total Expenditures - Fiscal Year 1979

In the Fiscal Year 1979 total expenditures by the Massachusetts Department of Public Welfare were \$1,518,316,528. When we add the accounts payable from the previous year, (1978 appropriated funds paid out in Fiscal Year 1979), total funds disbursed in the Massachusetts economy equaled \$1,571,515,208. This grand total figure can somewhat arbitrarily be broken down under four general headings as follows:

Medical Services and Supplies	\$ 740,601,027
Income Maintenance - Public Assistance	642,088,329
Administration including Food Stamps	96,456,553
Social Services including Child Care	<u>92,369,299</u>
Grand Total Expenditure	\$1,571,515,208

The various sections that follow in this report will treat each of these major segments in turn. Compared to the previous fiscal year, total expenditures were up 132.5 million dollars or 9.2 percent. This comes after an increase of 1.7 percent in expenditures from Fiscal Year 1977 to Fiscal Year 1978. All major divisions shared in this percent increase but medical services accounted for the greatest gain in absolute terms (\$114 million) and in percentage terms (+18.2%).

The accounts payable portion included over \$35 million in medical payments and \$5 million for social services, including Day Care, the care and maintenance of children, and donated funds. Other large expenditures under accounts payable were made for the AFDC and SSI programs.

Before we analyze the year to year changes in expenditures and caseload by program we should consider at least two outside factors that have a direct bearing on the magnitude of total expenditures that have to be financed by the taxpayers

of Massachusetts. The first factor that helps determine the total amount of expenditures is price changes, as reflected by the Boston Consumer Price Index. The second factor is the matching funds provided by the Federal Government and other revenue such as child support payments and donated funds that help determine the burden actually placed on the taxpayers of Massachusetts by the Welfare Department.



### Estimated Payments After Price Adjustments

The chart appearing on the next page has been prepared to show the effect of price changes on total welfare expenditures. Using the Consumers Price Index for Boston for wage and clerical workers, total medical and assistance payments have been adjusted for price changes. As a result we have an estimate of what total expenditures might have been if price increases had not taken place over the nine year period.

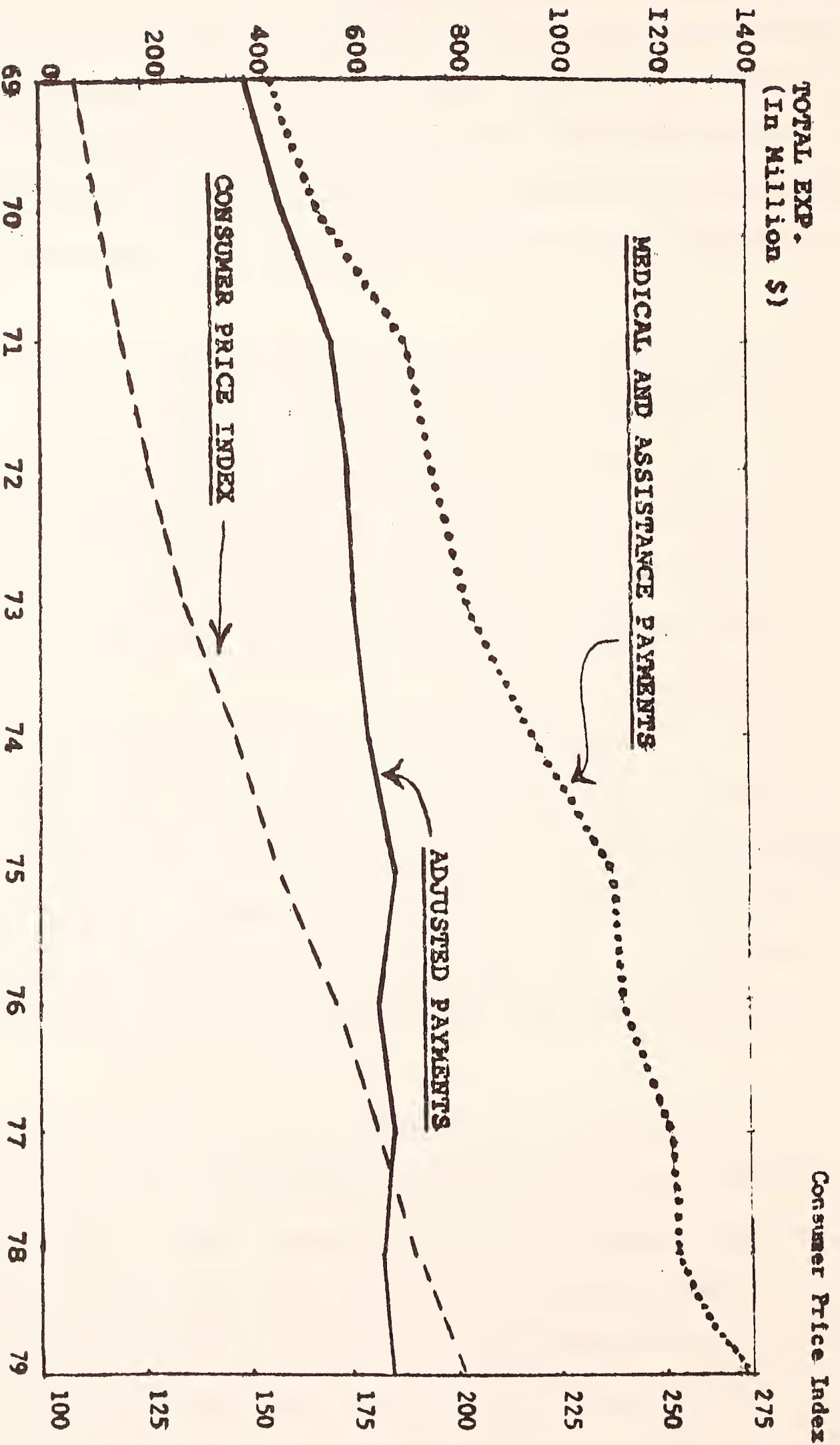
With a base of 1967 (when the C.P.I. was 100 and total payments for medical services and assistance payments were 259 million dollars), we find that if prices did not rise, expenditures for the same programs in Fiscal Year 1979 would be expected to reach 685.9 million dollars or up from the 675 million dollars that we would have expected for the prior fiscal year, 1978, rather than the 1382.7 million dollars actually expended in F.Y. 1979 up from the 1265.7 million actually expended in the year before.

Expenditures for welfare continued to increase at a rate higher than the price index would indicate each year in the 1969-1971 period. Since 1972 however, total expenditures increased at a rate only slightly higher than the rise in prices and in Fiscal Year 1976 and 1978 the percentage increase in expenditures was far below the increase in prices. In Fiscal Year 1977 expenditure led prices by a slight amount, and in Fiscal Year 1979 the percentage increase was again above the increase in prices.

The rise in prices not only influences the need for increases in assistance payments and higher prices for each medical service but indirectly makes persons on limited or fixed incomes eligible for assistance. There is continual pressure to raise the assistance grants for the clients being served and for the vendors of medical services and supplies, such as hospitals, nursing homes and physicians to charge higher fees as their costs increase. In the past few years the price increases

# Expenditure for Medical and Assistance Programs for Price Changes, Total Expenditures and the Boston Consumer Price Index

Fiscal Years 1969-1979



Expenditure data from Status of Appropriations Report, June 1979  
and RSI, Consumer Price Index; U.S. Dept. of Labor, Bureau of  
Labor Statistics



for all medical services have far outstripped the overall increase in prices as measured by the Boston C.P.I., as were the prices for all food items and housing costs, the principal components in the grants given to families and persons receiving aid from the Department of Public Welfare.

## Revenue Estimates for Fiscal Year 1979

In the Fiscal Year 1979, the Massachusetts Welfare Department received just over 879 million dollars as revenue from various sources with about 96 percent of the total coming from the federal government as grants and matching funds.

By far the largest percentage of the total revenue was in the form of matching funds with the federal share based on the total expenditures under a particular program. An additional 34 million dollars was received for child support from fathers of children receiving aid under the various programs, especially AFDC, and over 2.8 million dollars was received from agencies participating in the Donated Funds program.

The federal government, under the matching formula, reimburses the state for 50 percent of most administrative costs and the same percent for expenditures under the Aid to Families with Dependent Children (AFDC) program and most medical expenditures under Title XIX of the Social Security Act. Most social services are matched at 75 percent. There is no federal matching for expenditures under the General Relief program or the two sections of the Supplemental Security Income (SSI) program, (Aged and Disabled). Expenditures by the Commonwealth for SSI are made after the Social Security Administration has distributed the total SSI payment, which includes both the state and federal share of the total payments.

The following table describes the revenue received by the Department in Fiscal Years 1978 and 1979 with the year-to-year percent change in revenue for each major program area. The increase of almost 133 million dollars or 17.8 percent was essentially due to the increase in matching funds for Social Service expenditures which increased 93.7 percent or 74 million dollars.

With the increase in matching funds, the total revenue received in Fiscal Year 1979 was almost 56 percent of the total expenditures in Fiscal Year 1979 (1.57 billion dollars).

Federal Reimbursement and Other Revenue  
Fiscal Years 1979 and 1978, by Major Areas  
and Year to Year Percent Change, Massachusetts

Major Area	<u>F.Y. 1978</u> (000)	<u>F.Y. 1979</u> (000)	<u>Percent Change</u> (%)
Assistance Payments	\$272,014	\$274,821	+ 1.0
Social Services	79,106	153,193	+ 93.7
Medical Assistance	351,780	403,520	+ 14.7
Food Stamps	4,055	6,283	+ 54.9
Child Support	29,837	34,145	+ 14.4
Donations for Services*	2,704	2,816	+ 4.1
Miscellaneous and Other	7,271	8,346	+ 14.8
 Total, All Revenue	 747,767	 879,377	 + 17.8

\* Non-Federal Share

Source: Office of Finance Report, "Statement of Income", June 1978 and June 1979.

All the major program areas had a revenue increase in Fiscal Year 1979. Support payments by absent parents increased over four million dollars or 14 percent which reflects the increased efficiency of the Child Support Enforcement Unit, but Donated Funds, the only other major source of non-federal funds, increased only 100,000 dollars or 4.1 percent.

The largest increase in revenue, in percentage terms, was for Social Services which increased 93.7 percent to just over 153 million dollars. Other large increases include 54.9 percent increase in revenue for Food Stamp Administrative costs (\$2.2 million), a 14.7 percent increase for Medical Assistance payments, (\$52 million) and a 14.8 percent or 1 million dollar increase in other revenue, which included recoveries, federal matching for the WIN registration program and General Administration.

Responsible for the large gain in revenue for Social Services was the 74 million dollars received for Title IVA Social Services. This reimbursement accounts for almost the whole gain in social service revenue,



# Total Expenditures by Program

Fiscal Years 1975-1979

(In Million Dollars)

<u>Program</u>	<u>1975</u>	<u>1976</u>	<u>1977</u>	<u>1978</u>	<u>1979</u>
All Programs	1132.6	1155.1	1245.8	1265.7	1382.7
Medical Assistance	502.1	544.2	621.3	623.0	737.2
Aid to Families with Dependent Children	405.5	421.7	463.1	486.7	477.5
General Relief	111.7	82.3	45.6	41.8	43.2
Refugee Programs	1.3	1.8	1.8	2.0	2.7
Supplemental Security Income Program (a) (c)	112.0	105.1	114.0	112.1	122.1

## Total Expenditures by Program: Fiscal Years 1975-1979

Over the five year span from F.Y. 1975 to F.Y. 1979, total expenditures for all public assistance programs have steadily increased each year but expenditures for individual programs have fluctuated with some programs increasing and some decreasing each year over the time span.

While all the programs except AFDC had higher expenditure in 1979 compared to the year before, only the GR program showed a decline compared to expenditures in Fiscal Year 1975.

In absolute terms the largest increase over the five year period was in Medical Assistance expenditures which increased 235.1 million dollars. In Percentage terms the largest increase, (107.79), was in the Refugee program.

Expenditures for General Relief, which includes both medical and non-medical vendor payments, showed great variation over the five years. In 1979, although expenditures increased slightly from the previous year, total GR expenditures were down from expenditures in 1975 due to the limit on medical services provided and the decline in caseload due to the ineligibility of employable single persons and improved economic conditions. These factors, along with greater administrative control, resulted in a decline of 68.5 million dollars over the five years or a 61 percent decrease in expenditures from 1975 to 1979.

Expenditures for the AFDC program in Fiscal Year 1975, compared to expenditures in Fiscal Year 1979 were up 17.8 percent. AFDC expenditures had increased each year since 1974, but in F.Y. 1979 they fell slightly to 477.5 million dollars. At this level they were up 72 million dollars from the 1975 total.

Expenditures for the Refugee programs, which are 100 percent reimbursed by the Federal Government, doubled from expenditures in Fiscal Year 1975. The increase of 1.4 million dollars represented a 107.7 percent increase over the five year period. These programs include aid to displaced Cubans, Cambodians and Vietnamese refugees.

Assistance to the Aged and Disabled, which was provided under the Old Age Assistance and Disability Assistance programs prior to Fiscal Year 1975, is now given under the Supplemental Security Income Program, a program administered by the Social Security Administration.

The state share of this assistance has increased from \$112.0 million for the program in Fiscal Year 1975 to 122.1 million dollars in Fiscal Year 1979. This was an increase over the five year period of 9 percent and 10.1 million dollars.



Total expenditures showed a gain of 22.1 percent from 1975 to 1979 (Fiscal Years) or 250 million dollars. The largest portion of this gain as well as the total amount in all years was expenditures for Medical Assistance. Of the total gain of \$250 million, \$235 million was accounted for by this program where expenditures increased 46.8 percent over the five year period.

# TOTAL PAYMENTS BY PROGRAM

Fiscal Years 1969-1979

(In Million Dollars)

Fiscal Year	All <sup>1/</sup> Programs	Old Age and <sup>2/</sup> Disability Combined	Medical Assistance	Supplemental Security Income	Aid to Families With Dependent Children	General <sup>3/</sup> Relief
1969	452.5	76.1	226.9		128.1	21.4
1970	564.0	102.2	252.9		172.8	36.1
1971	724.2	117.7	304.8		245.1	56.6
1972	772.0	128.4	348.5		239.8	55.3
1973	825.6	116.5	371.0		286.2	51.9
1974	966.9	47.1	459.7	53.7	323.4	82.0
1975	1131.3		502.1	112.0	405.5	111.7
1976	1153.5		544.2	105.1	421.7	82.3
1977	1244.0		621.3	114.0	462.6	45.6
1978	1263.7		623.0	112.1	486.8	41.8
1979	1380.0		737.2	122.1	477.5	43.2

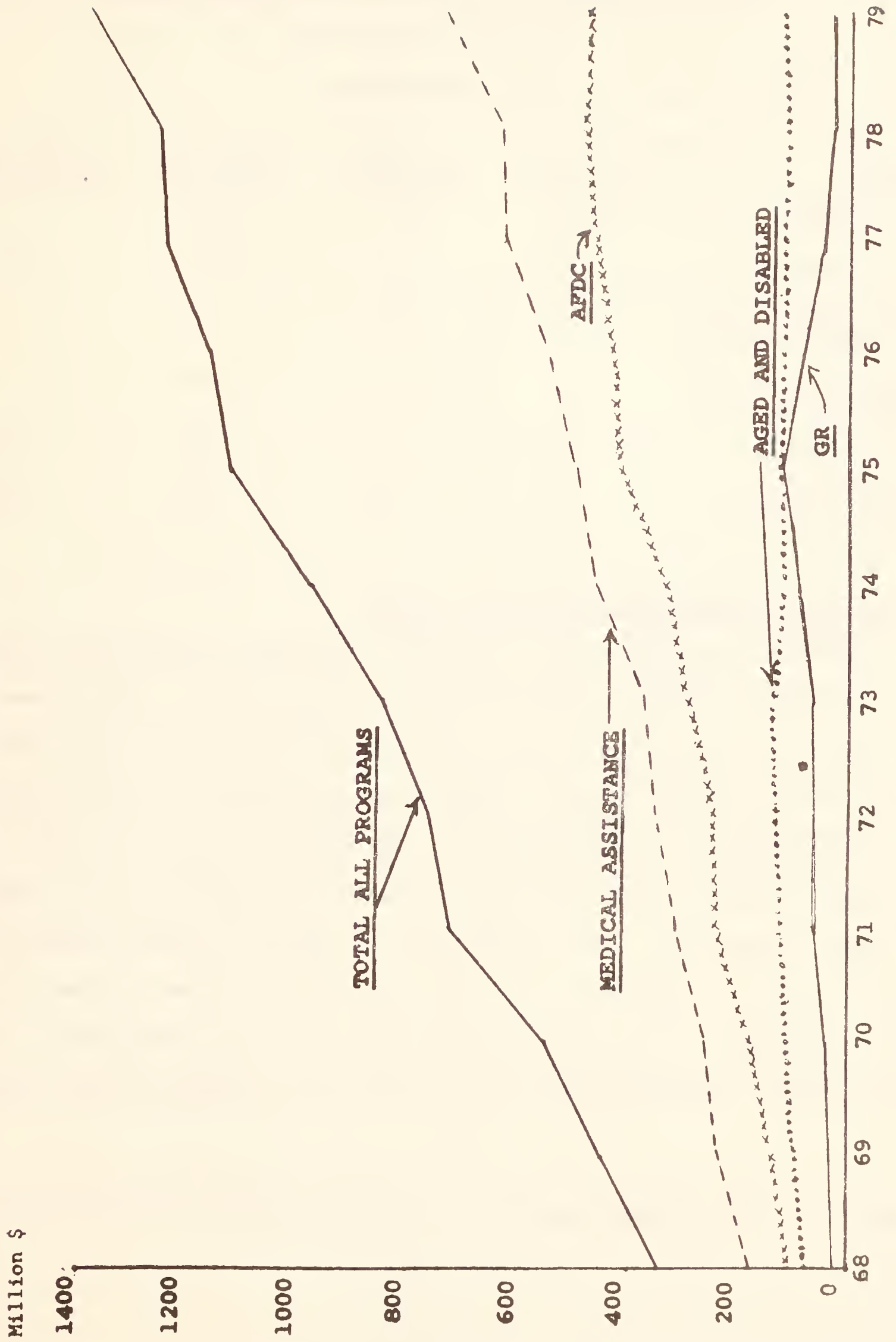
<sup>1/</sup> Does not include Refugee Programs, Social Services or Administration.

<sup>2/</sup> Data for OAA and DA in these years includes both the Federal and State share. These programs were incorporated into the SSI programs for the Aged and Disabled on January 1, 1974. Data after that date, under SSI, includes only the State share of the expenditures.

<sup>3/</sup> General Relief data includes all payments; medical vendor, non-medical vendor and regular grants.

# Expenditures by Program

## Fiscal Years 1968-1979



Source: RSI Data (1968-1972), Status of Appropriations Accounts (1973-1979)

# Expenditures by Program, Absolute and Percent Change

Fiscal Years 1978-1979

(In Million Dollars)

<u>Program</u>	<u>F.Y. 1979</u>	<u>F.Y. 1978</u>	<u>Difference</u>	<u>Percent Change</u>
All Programs*	1382.7	1265.7	+ 117.0	+ 9.2
Medical Assistance	737.2	626.5	+ 110.7	+ 17.7
Aid to Families with Dependent Children	477.5	486.8	- 9.3	- 1.9
Supplemental Security Income Programs	122.1	112.1	+ 10.0	+ 8.9
General Relief	43.2	38.2	+ 4.9	+ 12.8
Refugee Programs	2.7	2.0	+ 0.7	+ 35.0

## Expenditures by Program and Year to Year Change

Compared to Fiscal Year 1978, total Public Assistance expenditures in Fiscal Year 1979 were 9.2 percent higher and up 117.0 million dollars. The increase in 1978 over 1977, the previous fiscal year, was much lower with an increase of 1.6 percent and 20.4 million dollars. The table above shows that the 1.9 percent decline in Aid to Families with Dependent Children expenditures was more than offset by the 8.9 percent increase in SSI expenditures and the 17.7 percent increase in Medical Assistance expenditures. Expenditures under the refugee programs increased slightly, in absolute terms, \$700,000, but the entire cost of the program is borne by the Federal Government. General Relief expenditures, which rose 12.8 percent or 4.9 million dollars also added to the 117.0 million dollar increase in total expenditures.

\* These data do not include expenditures for Social Services and Administration.



The decrease in AFDC expenditures was in large part due to a decline in the number of recipients receiving aid although the caseload did rise slightly. The number of recipients covered under the Unemployed Parent segment especially showed a large drop. A drop in the basic program was also experienced and is largely the result of smaller family size and by special case review activities, match-ups and increased administrative efficiency.

The gain in Medical Assistance expenditures (\$110.7 million) can be attributed to the rise in the cost of living and inflation which indirectly results in higher medical costs for the same services.

In percentage terms, the largest year to year increase was for the refugee programs which had an increased number of participants. The next highest increase, (17.7%), was for medical assistance which gained, despite a drop in the caseload, due to the factors mentioned above, inflation and higher medical costs. Likewise, expenditures for General Relief increased despite a drop in the caseload with the drop more than offset by the increase in budget standards. These in turn reflect increases in the cost of living.

The 8.9 percent increase in expenditures for the Supplemental Security Income program also was due to increases in the amount paid to SSI recipients because of cost of living increases. There was also a slight increase in Aged recipients while the Disabled portion was reduced.



Average Monthly Caseload by Program  
and Year to Year Change, Fiscal Years 1978-1979

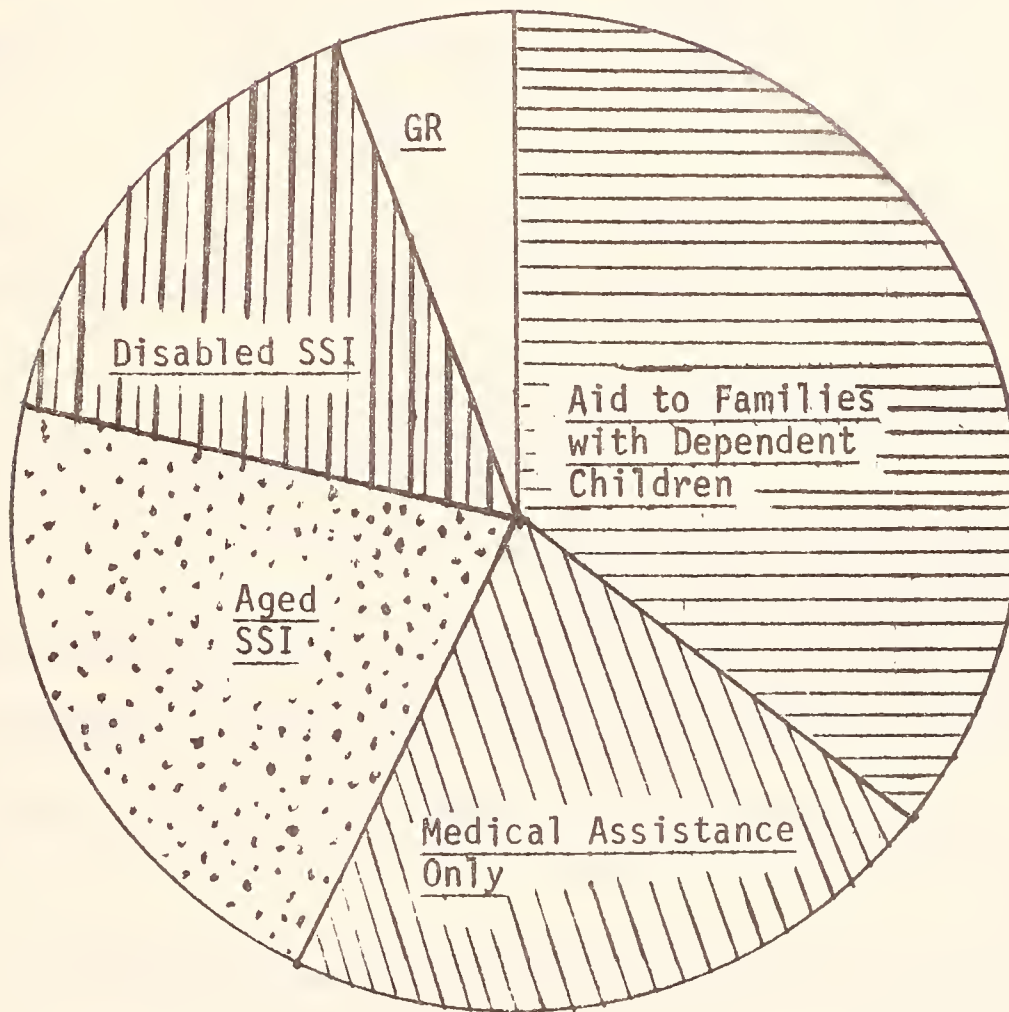
<u>Program</u>	<u>F.Y. 1979</u>	<u>F.Y. 1978</u>	<u>Difference</u>	<u>Percent Change</u>
SSI (Aged)	74,429(e)	73,224(e)	+ 1,205	+ 1.6
Aid to Families with Dependent Children	122,254	121,523	+ 731	+ 0.6
SSI (Disabled)	54,638(e)	55,286(e)	- 648	- 1.2
General Relief	20,540	20,704	- 164	- 0.8
Medical Assistance Only				
Aged	42,659	42,797	- 138	- 0.3
AFDC Related	8,777	10,016	- 1,239	- 12.4
Disabled	9,438	9,760	- 322	- 3.3
Children Under 21	12,983	17,818	- 4,835	- 27.1
Refugee Programs	474	396	+ 78	+ 19.7
 Total, All Programs	 346,192(e)	 351,524(b)(e)	 - 5,332	 - 1.5

(a) Estimated data

(b) In addition there was an average of 56,753 non-public assistance food stamp cases each month.

Note: The source for these data is the Monthly Summary Expenditure Report for the Fiscal Years 1979 and 1978, (except SSI data). This source is used for reasons of comparability over the long run. The caseloads can be defined as the number of different cases who received or were eligible to receive assistance in the month, averaged for the year. The most recent source of caseload data for AFDC, GR and other programs except SSI is the Caseload and Expenditure Report which would give lower caseload figures as it gives the count of those cases that receive a regular grant in the month.

Distribution of the Public Welfare Caseload  
by Program, Fiscal Year 1979



TOTAL AVERAGE MONTHLY CASELOAD: 346,192 a/

a/ Distribution based on average monthly caseload for the five major programs - Refugee, Food Stamps and Social Service caseloads not included.

Source: Caseloads based on the Monthly Summary Expenditure Report and Federal Report 8700 for SSI cases.

Caseload by Program by Region  
Public Assistance, June 1979

<u>Region</u>	<u>AFDC</u>	<u>GR</u>	<u>MA-Aged</u>	<u>MA-AFDC</u>	<u>MA-DA</u>	<u>MA-Under 21</u>
Boston	27,119	6,626	5,554	1,061	1,435	1,799
Springfield	19,899	3,637	5,528	1,074	1,063	2,030
Worcester	13,191	1,446	4,616	829	1,232	1,451
Lawrence	24,228	3,793	10,368	2,124	2,088	2,782
Greater Boston	14,682	2,320	9,487	1,568	1,862	1,579
New Bedford	22,425	2,864	6,789	1,461	1,239	1,744
All Regions	121,544	20,686	42,342	8,117	8,919	11,385

Source: Monthly Summary Expenditure Report, June 1979

Caseload by Program by Region, June 1979

The table above shows the regional breakdown of the statewide caseloads by program for the last month in Fiscal Year 1979. The table is designed to show the relative size of the various regions and the regional difference in the breakdown of total caseload by program.

Only the caseload for the General Relief program was higher in June 1979 than in June 1978 in the state as a whole and most of the regions within the state. All the medical programs showed a caseload drop from June to June in every region and the state as a whole, except MA Aged and even for that program only two regions showed a caseload increase. The AFDC caseload fell for the state as a whole from June to June but increased in half of the regions, Springfield, Greater Boston and New Bedford. The greatest month to month drop was found in the caseload for the medical program for children under 21 years of age which fell 3,931 cases with a drop of 1,224 cases in the Boston Region alone.



# Applications and Closings by Program

Fiscal Year 1979

	<u>Program</u>		
	<u>AFDC</u>	<u>Medical Only</u>	<u>General Relief</u>
Applications Received	54,051	75,579	31,921
Applications: Approved	40,497	37,504	19,043
Denied	11,336	26,614	11,580
Other Dispositions	4,369	10,906	1,787
Cases Discontinued	43,793	-	21,301

Source: SRS-NCSS-2079I, DHEW, SRS Quarterly Report on Applications and Closings.

## Applications and Cases Discontinued by Program

In fiscal year 1979 the Department received over 161 thousand applications for public assistance. This figure does not include the applications for the social service and the refugee programs. For all the PA programs the number received in the last quarter, the lowest of the four, was 38,633.

These applications, when added to the applications pending from the previous year, provided a total that had to be processed to determine whether the case was eligible or not. The rates differ widely from program to program but over-all, 97,044 or 60.1 percent of the applications processed were approved for assistance. The remaining 40 percent were either denied for one reason or another or withdrawn. Over 17,000 applications were not processed because the application was withdrawn, the applicant moved or died, the Department was unable to locate the applicant and for other reasons of this nature.

Over the course of the year (Fiscal Year 1979) 43,793 AFDC cases and 21,301 GR cases were discontinued for money payments (closed). For AFDC this was 3,296 more than the number approved and for General Relief this was 2,258 more than the number of applications approved. Therefore we had a decline in the number of AFDC and GR cases over the year.

It will be noted that the largest number of applications was received for the medical assistance only program which also had the largest number and percent of denials. This outcome would be expected because eligibility for the direct payment programs is usually related to levels of income and assets; eligibility for the medical only programs is related to income, assets and the liability for medical services in relation to income (size of medical bills).

Compared to last year the number of applications declined in all three programs. The number approved while falling for AFDC and Medical Only actually increased for the General Relief Program. In turn the number denied were higher for AFDC and Medical Only but were less in 1979 than in 1978 for General Relief. Because of these factors the percentage of applications for all programs that were approved was lower in the 1979 fiscal year than in F.Y. 1978. The percentage actually fell from 68.1 percent to 60.1 percent.

Compared to last year the number of closings under General Relief fell from 23,503 to 21,301 however. These data reflect a declining caseload for AFDC and a rise in the GR caseload for the state.



## MEDICAL ASSISTANCE

The Medical Assistance Program covers the needs of both the clients who are aided financially by the Department with direct (cash) payments, (Aged and Disabled SSI cases, AFDC, Refugee and GR cases), and those clients who have enough funds to maintain themselves but need assistance in paying for medical care and services, (Medical Only; Aged, Disabled, AFDC Related and children under 21 years of age in medically indigent families).

The following section will describe the types of medical care needed and provided, the expenditures for these different types of care and the average payments by different classifications with the utilization rates.

### Medical Expenditures, Fiscal Year 1979

In the table on the next page the grand total expenditure exceeds the amount appropriated to the Department in Fiscal Year 1979 for medical care. This is because payments made from the appropriations of earlier years, (Accounts Payable), are included as well as funds appropriated to other departments that were included in the claim for matching funds under Title XIX for medical services given to welfare clients.

Title XIX expenditures are matched on a 50-50 basis with the Federal Government and are therefore separated out from funds expended for General Relief cases. Total funds distributed before matching, however, are given in this and other tables describing medical payments.

Total medical expenditures for both Title XIX programs and General Relief reached \$740,601,027 in Fiscal Year 1979. Included was \$122,962,049 for the aged in mental hospitals and the retarded in Intermediate Care Facilities under Title XIX and \$9.86 million in premium payments to Health Maintenance Organizations and the Social Security Administration for Supplementary Medical Insurance under Medicare.

Compared to Fiscal Year 1978, total expenditures in F.Y. 1979 for medical care increased 110.7 million dollars or 17.7 percent. Most of this increase was for Direct Medical Services but the Aged and Retarded in institutions accounted for \$28 million of the total increase. There was actually a decline of five million dollars in the amount given for rate adjustments. Higher unit costs and per diem rate increases caused the direct medical expenditures to increase over those of the previous year.

The difference between total medical expenditure and total medical expenditures by type is due in part to the absence of insurance premium payments and Educational Medical Services included in the total by type of provider and the fact that the total by type is based on monthly data not yet adjusted for changes in totals after that month. For these reasons the breakdown by type is described as estimated. The difference is about 5.2 million dollars or 0.6 of one percent.



# TOTAL MEDICAL EXPENDITURES

Fiscal Year 1979

	<u>Expenditure of Funds Appropriated for F.Y. 1979</u>	<u>Accounts Payable 1978</u>	<u>Total Expenditures</u>
<u>Title XIX Accounts</u>			
Direct Medical Expenditures	\$566,552,677	\$31,377,109	\$597,929,686
Direct M.A. Allocation	119,858,689	3,709,191	123,567,880
Rate Adjustments	11,740,761	508,772	12,249,533
Educational Medical Services	<u>3,478,012</u>	<u>-</u>	<u>3,478,012</u>
Total Medical Assistance	\$701,630,139	\$35,595,072	\$737,225,211
<u>Expended Under General Relief for Medical Care</u>			
From the 1979 Appropriation	\$ 2,626,254		
From 1978 Accounts Payable	<u>749,561</u>		
	\$ 3,375,815		<u>\$ 3,375,815</u>
<u>Expended Under Title XIX from Other Appropriations</u>			
Department of Public Health for Intermediate Care Facilities for the Retarded			\$101,109,456
Department of Mental Health for Inpatient Hospital			<u>\$ 21,852,593</u>
			\$122,962,049
Grand Total All Medical Funds Administered by the Department of Public Welfare in F.Y. 1978			<u>\$863,563,075</u>

Source: Status of Appropriation Accounts (June, 1979) and for other  
Title XIX Appropriations, the Federal Report SRS-NCS8-120

## Estimated Medical Expenditures by Type of Provider

The table following shows the way the funds for medical assistance were distributed to the various types of providers in fiscal year 1979.

By far the most costly service was inpatient hospital care in general hospitals which are defined as hospitals other than mental hospitals. In Fiscal Year 1979, this service alone accounted for 36.0 percent of all Title XIX expenditures. (Last year the percentage was 36.4). Hospital care for General Relief cases was only 3 percent of the total in Fiscal Year 1979 and this percentage reflects changes in policy promulgated in December, 1975, (the elimination of this type care).

Long term institutional care (Skilled Nursing Homes and Intermediate Care Facilities), accounted for an additional 39.1 percent of the total expenditures or \$335,940,000. Of this sum, Intermediate Care Facilities for the retarded accounted for \$101,109,000, for the regular welfare caseload, \$121,286,000, and Skilled Nursing Homes accounted for \$113,545,000.

Institutional care therefore, for both Title XIX and General Relief cases, and including hospital care, (mental and acute) and long term care accounted for 77.3 percent of the total medical assistance payments or 667.6 million dollars. Compared to Fiscal Year 1978, the percentage has decreased (from 78% ) but the total cost (from \$560.4 million the prior year) has increased significantly.

The medical care segment of the consumer's price index has been rising faster than the index as a whole and this reflects the higher rates for hospitals and nursing homes. In addition, the increase in funds to other agencies for the care of eligible welfare cases along with the increase in eligible cases in the regular caseload, together, have caused expenditures for institutional care to rise substantially over the past four years. These increases have been offset by the decline in the expenditures for institutional care however, resulting in the proportion of total expenditures accounted for by the providers to remain relatively constant over the past few years and what increases there were can be accounted for by the increase in ICF payments for the retarded.



**ESTIMATED MEDICAL EXPENDITURES  
BY TYPE OF PROVIDER, TOTAL AND  
PERCENT DISTRIBUTION**

Title XIX and General Relief  
Fiscal Year 1979

<u>Type of Provider</u>	<u>Title XIX</u>		<u>General Relief</u>	
	<u>Expenditures</u> <u>(000)</u>	<u>Percent</u>	<u>Expenditures</u> <u>(000)</u>	<u>Percent</u>
General Hospitals	\$309,667	36.0	\$ 99	3.0
Mental Hospitals	21,853	2.5	-	-
Skilled Nursing Homes	113,545	13.2	2	0.1
Intermediate Care Fac.				
For Mentally Retarded	101,109	11.8	-	-
All Others	121,286	14.1	4	0.1
Physician Services	45,590	5.3	951	28.4
Dental Services	18,064	2.1	860	25.7
Other Practitioners Serv.	6,881	0.8	273	8.1
Outpatient, Hospital	44,730	5.2	31	0.9
Clinic Services	11,182	1.3	137	4.1
Laboratory and Radiological Services	3,441	0.4	131	3.9
Home Health Care	9,462	1.1	69	2.1
Prescribed Drugs	30,107	3.5	633	18.9
Family Planning	2,581	0.3	2	0.1
Insurance Premiums	9,861	1.2	-	-
Other Care and Services	10,322	1.2	156	4.7
TOTAL, All providers <sup>a/</sup>	860,187	100.0	3,351	100.1

<sup>a/</sup> The sum of sub-totals may not equal grand totals due to rounding

Source: Distribution based on Medical Vendor Payment Report VPS07 with adjustments as reported on Form NCSS-120.



The amount paid to other types of vendors increased for all except family planning. Payments to outpatient departments increased almost 8 million dollars and as a result accounted for 5.2 percent of total medical expenditures (only 5.1 percent in 1978). Payments to Physicians increased about 6 million dollars but their percentage of the total fell from 5.6 to 5.3 percent of the total. The amount paid for prescribed drugs increased about 5 million dollars but as a percent of the total also fell (from 3.6 to 3.5 percent). Payments for Dental Services remained about the same (\$18 million) but as a percent of the total fell from 2.5 to 2.1 percent. These last three provider types accounted for 10.9 percent of the Title XIX expenditures, but 73 percent of the General Relief medical expenditures. The prior year these three providers, Physicians, Druggists and Dentists accounted for 11.7% of the Title XIX expenditures and 57.4 percent of the General Relief expenditures.

Home health and clinic services increased about \$3 million each, year to year and became more important as their percents rose from 1 to 1.1 and 1.1 to 1.3 respectively. As a percent of the total Other Practitioners and Laboratory and Radiological Services remained the same.

## Average Medical Expenditure Per Eligible Person

Compared to the average payment per recipient, the average payment for medical care per eligible person is much lower as not all the eligible persons actually have a medical payment made for them in the month. The utilization rate differs from program to program but in any one month only about two-thirds of the eligible persons have a payment made for them for all the programs combined.

A high percentage of the Aged and Disabled Medical-Only eligible persons actually have a payment made for them and as payments are made for cases no longer open, the rate can be more than 100 percent of the average caseload open for the month. (See Medical Care Utilization in the next section.) For this reason there is little difference between the average payment per eligible person and per recipient for these programs, but the average payments are high for both programs and both types of cases.

Because there is more than one person eligible in the family programs, AFDC, AFDC-Related and families with children under 21 years of age, medically indigent, even in the Medical-Only programs, there are usually more persons eligible than actually have medical needs. Therefore there is a large difference between the average medical payment per eligible person and the average medical payment per recipient. The other programs, General Relief and the SSI programs, are basically for income maintenance, with automatic eligibility for medical assistance, and therefore only a portion of the eligible persons actually have a medical payment made for them despite the fact that by definition they are disabled or older citizens.

These factors accounted for the difference of \$66.33 in the average payment for Aged SSI persons between the eligible persons and recipients and a difference of \$123.88 for the Disabled SSI clients, and a \$19.98 difference in the AFDC family programs. These differences are greater than the differences experienced between per eligible and per recipient payments in Fiscal Year 1978 for the Adult programs but not for the AFDC program.

Estimated Average Medical Expenditure Per Month  
Per Eligible Recipient by Category of Assistance

Fiscal Year 1979

<u>Program</u>	<u>Average Monthly Eligible Recipients</u>	<u>Average Monthly Expenditures</u>	<u>Average Expenditure Per Recipient</u>
Aged SSI	74,429 <sup>1/</sup>	\$ 7,756,781	\$104.22
Disabled SSI	54,638 <sup>1/</sup>	12,864,250	235.45
AFDC	358,635	12,303,696	34.31
Medical Only			
Aged	42,659	26,827,129	628.87
Disabled	9,438	7,414,180	785.57
AFDC Related	28,262	1,160,144	41.05
Under 21	22,966	1,992,132	86.74
General Relief <sup>2/</sup>	20,540	279,211	13.59
Total, All Programs	611,567	70,597,523	113.44

1/ Estimated

2/ Limited Medical Services Given

Source: Expenditure Data from the NCSS Report 120; Monthly Eligible Recipient Data from the MSER computer printout (monthly).



The average medical expenditure per month per eligible recipient has increased \$21.91 from the average last year for all the programs. The average payment per eligible person in all the Adult programs and Children Programs increased as the total number of eligible recipients fell and average monthly expenditures increased for the total eligible caseload.

In most programs the increase was significant. The average expenditure for the Aged SSI cases increased \$17.25, for the SSI Disabled, \$61.05. The same relatively high increases were found for the Medical-Only Aged and Disabled; \$104.18 and \$115.85 respectively. More moderate increases were experienced by the family programs.



### Estimated Expenditures Per Recipient and Average Payments Per Month

The table that follows gives the estimated average number of recipients of medical care each month by program. Each recipient can be described as a person for whom at least one medical payment was made in the month and the count of recipients is unduplicated.

Great variations in the average payments by type of case are evident both between programs and from year to year, but overall the average payment for all recipients was up 13.2 percent from the average a year earlier. At the same time that total expenditures were rising about 10.8 million dollars per month the average number of recipients per month increased over 16 thousand. Each month in Fiscal Year 1979 the Department made at least one medical payment for an average of 396,750 persons. The average amount paid for each of these persons for all the medical services they received was \$177.24 each month but the average per person varied from program to program and ranged from \$54.29 for the AFDC program to \$770.95 for the Disabled Medical Only Program.

This great difference can be explained by the difference in the types of medical services received; the frequency of the services given and the other resources, especially medical, that the persons in these programs might have, such as Medicare or private insurance. Many disabled MA only cases are institutionalized whereas few AFDC mothers or children are in Nursing Homes or Intermediate Care Facilities. While many aged persons need medical care each day in the month or have long hospital stays or receive many types of medical care at the same time such as physician, drugs, and hospital care; the family cases are not so apt to have care to this degree or need care for chronic illnesses.

While the Disabled Medical Care Only cases had an average payment of \$770.95, the Aged MA Only cases had an average payment of \$631.69, also due to the large number of cases in Nursing Homes and ICFs as well as Chronic and Acute Hospital care. The cost to the Department is diminished however by the high percentage receiving Medicare benefits compared to the Disabled MA Only cases.

Average Expenditure Per Recipient Per Month  
for Medical Services by Category of Assistance<sup>1/</sup>

Fiscal Year 1979

<u>Program</u>	<u>Average Monthly Recipient Count</u>	<u>Average Monthly Expenditures</u>	<u>Average Monthly Expenditures Per Recipient</u>
Aged SSI	45,480	\$ 7,756,781	\$170.55
Disabled SSI	35,801	12,864,250	359.33
AFDC	226,643	12,303,696	54.29
Medical Only			
Aged	42,469	26,827,129	631.69
Disabled	9,617	7,414,180	770.95
AFDC Related	17,857	1,160,144	64.97
Under 21	18,877	1,992,132	105.53
Total, All Programs <sup>1/</sup>	396,750	70,318,313	177.24

1/ Only Title XIX, Federal Matched Programs are included.

Source: Recipient Counts from the NCSS Report 120 based on computer printouts VPS-38 and Expenditures from the NCSS Report 120 based on the VPS-07 printout.

Average payments are higher for the Aged and Disabled MA Only cases than the SSI Aged and Disabled cases, who receive a money payment in addition to their medical care, because the MA Only cases are more apt to have expensive institutional care. Most individuals would not be in the MA Only program unless they were in need of extensive medical care; especially expensive Institutional care. When an Aged or Disabled SSI case needs institutional care he or she is usually transferred from the SSI program to the Medical Care Only program, with few exceptions. Even if they remain at home, however, the average SSI Aged and Disabled case needs more medical attention than is needed for the average person under the children's programs; AFDC, AFDC-Related and Children Under 21 Years Old in medically indigent families. This is true even though the average medical payment for an SSI recipient is about \$450.00 per month less than the average for an adult program medical-only case.

In both Fiscal Year 1978 and Fiscal Year 1979 the highest average payment was for the Disabled-Medical Only Recipient. From FY 1978 to FY 1979 the average payment increased \$138.61 per person per month. The average payment for all the other programs also increased significantly except for the decrease in the average payment for the cases receiving AFDC. The average payment fell 57 cents per month per recipient.



## Medical Care Utilization Rates Per Eligible Recipient

The table which follows gives an indication of what percent of those people eligible to receive medical assistance actually have a medical payment made for them in the average month. The rate differs from program to program, but essentially the comparison shows that a relatively high proportion of the persons in the adult medical only programs (MA-OAA and MA-DA), have at least one payment made for them in the average month. This stems from the fact that there was a medical need that caused them to apply for medical assistance in the first place. It is also probable that those cases closed, (a large percentage due to death), had outstanding medical bills that had to be paid after closing. Together these factors can account for a utilization rate of greater than 100 percent.

Utilization rates were almost consistent for the other programs, (except for medically needy children under 21 years of age), with about 61 to 66 percent of the eligible persons having a payment made for them, regardless of whether they were in an adult program, with automatic medical eligibility (SSI-Aged, SSI-Disabled or GR), or in the family programs (AFDC-Related) and regardless of whether they were automatically eligible or medical only cases.

Compared to last year the rates were higher for all the programs except the two medically needy adult programs and the Aged SSI cases. The greatest change was in the percent of children under 21 recipients who had a payment made for them. The percentage rose from 61.8 to 82.2. The increase in the percentage of AFDC related cases was also significant, 12.3 percent. A significant rise in the utilization rate for AFDC recipients was also experienced. The rate rose from 56.2 percent to 63.2. Overall, in any given month in Fiscal Year 1979 about two-thirds or 67.1 percent of the 591,027 eligible persons had a payment made for them.



Utilization Rates for Medical Care  
Average Month by Program, Title XIX  
Fiscal Year 1979

<u>Program</u>	<u>Average Monthly Eligible Recipients</u>	<u>Average Monthly Recipient Count</u>	<u>Percent of Persons Receiving Care</u>
Direct Payments			
Aged SSI	74,429 <sup>a/</sup>	45,480	61.1
Disabled SSI	54,638 <sup>a/</sup>	35,801	65.5
AFDC	358,635	226,643	63.2
Medical Only			
Aged	42,659	42,469	99.6
Disabled	9,438	9,617	101.9 <sup>b/</sup>
AFDC Related	28,262	17,857	63.2
Children Under 21	22,966	18,877	82.2
Total, All Programs <sup>c/</sup>	591,027	396,750	67.1

a/ Estimate

b/ Because medical payments are made for both open and closed cases utilization rate of greater than 100 percent is possible in the short run (1 year).

c/ Only Title XIX caseloads are included, General Relief is omitted.

Source: Eligible Recipients - MSER Recipient Count NCSS-120

The largest percentage decline was for the Aged Medical-Only Program which fell from 104.5 percent to 99.6, with the average recipient count remaining about the same. The Medically Only Disabled caseload fell along with the decline in the Utilization rate while the Aged SSI caseload increased slightly.

## INCOME MAINTENANCE - PUBLIC ASSISTANCE

The following section describes in detail the various direct payment programs and the food stamp program including annual data for the Fiscal Year 1979, comparisons with Fiscal Year 1978, average payments per year and per month, by program, and to some extent the changes over time will be explained.

In Fiscal Year 1979 the most significant development as far as the income maintenance programs were concerned was the drop in expenditures for AFDC; the first time a decline was registered since 1973, coupled with the lower number of persons per case with the resultant decline in the number of recipients. The Non-Public Assistance food stamp caseload, affected by the changes in eligibility and elimination of the purchase requirement, showed great fluctuation over the Fiscal Year period. Overall both caseload and expenditure changes were relatively modest compared to past years.

All the income maintenance programs described are administered by the Massachusetts Department of Public Welfare, except the Supplemental Security Income Program (SSI) which has been administered by the Social Security Administration, a federal agency, since January 1, 1974. It is still the responsibility of the Commonwealth to provide these aged and disabled cases with medical care and social services along with a share of their direct payments (grant). Before January 1, 1974 these cases were aided under the Old Age Assistance and Disability Assistance programs with the state's expenditures matched by funds from the federal government. At present, the Social Security Administration sends the basic grant to the recipient of SSI and later bills the Department for a portion of the total fund distributed.

The Food Stamp program caseload is divided into two parts. One part, the public assistance food stamp caseload is made up of cases that did not have to go through a separate application process as they are or were already receiving

assistance in the form of a direct payment. The other type - Non-PA or non-public assistance cases are cases that do not receive a money payment but receive the benefits gained by the value of food stamps authorized. The table that follows in the food stamp section shows the division.

The only program not discussed in the following section is the program for refugees from Vietnam, Cambodia and Cuba. The state administers the program (for about 475 cases on the average each month) for the federal government, using AFDC standards. The entire cost of the program is reimbursed by the federal government. Expenditures and caseload are increasing (11 and 27 percent respectively) for this program.



## AID TO FAMILIES WITH DEPENDENT CHILDREN

### Comparison of Average AFDC Caseload and Expenditures Fiscal Years 1978-1979

	<u>F.Y. 79</u>	<u>F.Y. 78</u>	<u>Percent Change</u>
Average Monthly Caseload	122,254	121,523	+ 0.6
Average Monthly Recipient Count	358,635	367,880	- 2.5
Total Expenditures (In Millions)	\$477.5	\$486.8	- 1.9
Average Monthly Payment per Case	\$325.50	\$333.82	- 2.5
Average Annual Exp. per Recipient	\$1,332	\$1,323	+ 0.7

#### AFDC Caseload and Expenditures, F.Y. 1979

While the average monthly caseload increased 0.6 percent, the number of recipients which includes children and adults in the AFDC family included in the grant, decreased 2.5 percent. This indicates that the average size AFDC family has been reduced in size. This is due to the decline in birth rate coupled with a decrease in the Unemployed Father families, which tend to be larger in size, and the increase in remarried AFDC mothers and pregnant women in the caseload.

Total expenditures decreased 2.5 percent, compared to the 5.2 percent increase a year earlier and was due to both the lower number of recipients under the year prior and the lower average payment per case.

The increase in caseload was less than the 3.3 percent increase from 1977 to 1978, and the decrease in recipients of 2.5 percent can be compared to the 0.1 percent increase from 1977 to 1978. Compared to last year's 5.2 percent increase in expenditures a decline of almost 2 percent was experienced from fiscal year 1978 to fiscal year 1979. This was the first decline in expenditures for AFDC since the 1953 fiscal year when only about 18 million dollars was expended for this program - one twenty-fifth of the present amount.

Over the 1979 Fiscal Year, the caseload that started at 122,267 in July 1978 rose to hit a peak in September. Throughout the winter the caseload fluctuated around 122,000 cases but started to decline in the spring to reach a low of 121,104 in May 1979. In June the caseload increased to just over 121.5 thousand cases. This decline can be traced to better management techniques including the computer matches to insure only eligible cases become recipients.

As in the past fiscal year, when a decline in the unemployed parents section of AFDC started, a decline of almost one thousand UP cases took place in Fiscal Year 1979. The year to year decline in the UP caseload from 1978 to 1979 or 12.8 percent was the first decline since 1974 when a decline of 7.3 percent took place. At that time the caseload, (UP), was only about 2,300 or less than half the current level. It was only in the last fiscal year that the economic recovery of 1976 and 1977 was reflected in the number of cases receiving assistance under the AFDC-UP Program.

Of the total AFDC expenditures, about 18 million dollars was in the form of non-medical vendor payments. This was down about three million dollars from fiscal year 1978 and back to the F.Y. 1977 level. This type of payment is used for emergency assistance; for example to replace items damaged by fire, protective payments and other payments for hardship cases.

WIN payments were also made to encourage and assist clients in the AFDC caseload to prepare for and engage in employment. Payments for this purpose, mostly to the Division of Employment Security, were just over \$800,000.

Total AFDC expenditures also include the Quarterly Special Needs Payments, often called the flat grant, in addition to the regular Direct Payments and Work Incentive Program expenditures. Emergency Assistance program payments are not included in the total. Funds given in the form of Special Needs payments were about 46 million dollars in Fiscal Year 1979.

AFDC Caseload by Type, 1969-1978

The following table will give some indication of how the caseload, in total and broken down into the Unemployed Father segment and regular (basic) segment has increased over the years since the Commonwealth assumed administration and the cost of the AFDC program. The percentage increase in 1979 for the total caseload was the smallest in at least the last eleven years. Over the last ten years the total caseload has increased 114.7 percent while the Unemployed Fathers segment has increased 247.9 percent. The same period has seen the expansion in the program due to legislative changes, judicial decisions and changing social mores as well as economic change.



# Aid to Families with Dependent Children

Average Monthly Caseload, Basic and Unemployed Fathers  
and Percent Change from Prior Year, Fiscal Years 1969-1979

<u>Fiscal Year</u>	<u>Average Monthly Caseload</u>			<u>Percent Change from Prior Year</u>	
	<u>TOTAL</u>	<u>Basic</u>	<u>U. F.</u>	<u>Basic</u>	<u>U. F.</u>
1969	45,857	45,119	738	+ 24.2	+ 12.2
1970	56,932	55,424	1,508	+ 22.8	+ 104.3
1971	71,016	69,313	1,703	+ 25.1	+ 12.9
1972	79,618	77,433	2,185	+ 11.7	+ 28.3
1973	83,952	81,524	2,428	+ 5.3	+ 11.1
1974	91,738	89,487	2,251	+ 9.8	- 7.3
1975	106,124	102,968	3,156	+ 15.1	+ 40.2
1976	111,932	107,421	4,511	+ 4.3	+ 42.9
1977	117,592	111,808	5,784	+ 4.1	+ 28.2
1978	121,523	115,508	6,015	+ 3.3	+ 4.0
1979	122,254	117,007	5,247	+ 1.2	- 12.8

Source: RS-I System data (F.Y. 1969-1972), Monthly Summary Expenditure Report,  
(F.Y. 1973-1979).



Aid to Families with Dependent Children

Work Incentive Program

Oct. 1, 1977-Sept. 30, 1978 and Oct. 1, 1978-Sept. 30, 1979

	<u>Number</u>	
	<u>Oct. 77-Sept. 78</u>	<u>Oct. 78-Sept. 79</u>
<u>Activity Summary</u>		
Number of Registrations	37,785	31,713
Number of Clients Interviewed and Appraised	21,566	21,627
Number Attaining Unsubsidized Employment	10,433	10,958
Total Welfare Grant Reductions (Million \$)	\$25.4	\$26.3

Source: Internal memo from the WIN Unit based on data from the computer.

WIN Activities - Oct. 78-Sept. 79

The data above describes certain WIN activities in two recent twelve month periods. The latter year, which corresponds with Fiscal Year 1979, shows that while the number of registrations has declined, the number of clients interviewed and appraised has remained about the same, the number attaining unsubsidized employment increased by 525 or 5 percent and total welfare grant reductions increased 3.5 percent or about 1 million dollars, reflecting increased efficiency by the WIN units.

## Work Incentive Program

Certifications, Initial, Completed and Not Completed by Reason  
Oct. 1, 1978 to Sept. 30, 1979 and Oct. 1, 1977 to Sept. 30, 1978

<u>Certifications</u>	<u>Number</u>	
	<u>Oct. 77-Sept. 78</u>	<u>Oct. 78-Sept. 79</u>
<b>Initial:</b>		
Requested	15,480	15,758
Made with Service	2,779	4,034
Made without Service	11,742	10,515
 <b>Not Completed:</b>		
Day Care not Available	116	133
Other Services not Available	114	27
Medical Exemption	193	312
Other Reasons	775	1,377

Source: Internal memo from the Work Incentive Unit based on ESARS

### Work Incentive Program Certifications

The table above is related to the certifications that the Department gave to the Division of Employment Security showing what social or other services were provided or available so that a client could attend training classes for employment or accept employment. One of the most important was day care for the children in a family where the mother would be absent because of training or employment.

# Aid to Families with Dependent Children

Average Payment Per Case by Rank, June 1978 and June 1979  
Twelve Top Ranking States in June 1979

<u>State</u>	<u>June 1979</u>		<u>June 1978</u>	
	<u>Ave. Payment Per Case</u>	<u>National Rank</u>	<u>Ave. Payment Per Case</u>	<u>National Rank</u>
Hawaii	384.53	1	377.34	1
New York	362.93	2	375.09	2
Michigan	354.50	3	334.59	3
Puerto Rico	347.62	4	48.77	53
Connecticut	331.79	5	305.24	7
Alaska	329.07	6	297.79	8
Wisconsin	324.87	7	307.98	6
Washington	320.22	8	297.44	9
California	313.12	9	317.56	5
<u>Massachusetts</u>	311.92	10	319.63	4
Vermont	311.47	11		
Minnesota	300.75	12	287.43	12
National Average	256.74	-	250.79	

Source: Public Assistance Statistics, June 1979 and June 1978, DHEW, SSA  
Pub. No. 13-11917 ORS Report A-2

Note: The Massachusetts average payments include one-third of the Quarterly Special Needs Payment.



## GENERAL RELIEF

### Comparison of Average General Relief Caseloads, Expenditures and Payments, Fiscal Years 1978 and 1979

	<u>Fiscal Year</u>		<u>Year to Year</u>
	<u>1979</u>	<u>1978</u>	<u>Percent Change</u>
Average Monthly Caseload	20,540	20,704	- 0.8
Total Expenditures (In Millions)	\$43.2	\$41.8	+ 3.3
Estimated Direct Payments (In Millions)	\$39.8	\$38.3	+ 3.9
Average Annual Expenditure per Case	\$2,104	\$2,019	+ 4.2
Average Monthly Direct Payment per Case	\$161.47	\$154.15	+ 4.7

The 0.8 percent decline in the average monthly caseload for General Relief between Fiscal Year 1978 and Fiscal Year 1979 reflects improved management of the General Relief program and the improvement in general economic conditions in the period. The caseload reached a peak in the spring of 1975 when over 44 thousand cases were being aided. A change in eligibility requirements in October 1975 had the effect of closing about 15,000 single person cases who were deemed employable. This factor along with improved economic conditions caused a substantial drop in the caseload during fiscal years 1976 through 1978. This decline, but at a slower pace, continued in Fiscal Year 1979. A slight increase continued from the low in July 1978 to a peak of 20,802 reached in January 1979 with the caseload starting to fall off again in the spring to reach a caseload of 20,686 in June 1979. The number of recipients also followed this general trend over this time period.

Total expenditures however rose 1.4 million dollars, all of which was for direct payments. The increase reflected the higher budget standards with resultant higher monthly payments per case.



Expenditures for General Relief are at a level first reached in Fiscal Year 1970. A very small percentage of total expenditures was for medical assistance in Fiscal Year 1979 however compared to earlier years. Of the total expenditures of \$43.2 million only 3.4 million was for medical care. In Fiscal Year 1975 of the total expenditure of 111.7 million dollars, \$43 million was for medical care.

Direct payments have increased in Fiscal Year 1979 by 3.9 percent or 1.5 million dollars. Of this approximately 2 million dollars was in the form of non-medical vendor payments. The increase in total direct payments more than offset the slight decline in caseload, resulting in a higher monthly payment per case in Fiscal Year 1979 than in the prior year and a higher annual expenditure.

## General Relief

### Direct Payment Cases - Average Monthly Caseload and Percent Change from Prior Year, Fiscal Years 1969-1979

<u>Fiscal Year</u>	<u>Average Monthly Caseload</u>	<u>Percent Change from Prior Year</u>
1969	11,991	+ 29.4
1970	17,951	+ 49.7
1971	25,030	+ 39.4
1972	25,578	+ 2.2
1973	23,118	- 9.6
1974	26,860	+ 16.2
1975	40,025	+ 49.0
1976	29,989	- 25.1
1977	21,669	- 27.7
1978	20,704	- 4.5
1979	20,504	- 0.8

Source: RS-I (1969-1972), MSER (1973-1979)

#### Direct Payment Cases, Fiscal Years 1969-1978

The table above shows that in Fiscal Year 1979 the average monthly caseload receiving General Relief direct payments has increased 71.2 percent from the average monthly caseload 10 years earlier or 8,549 cases. Compared to the year earlier, however, the caseload has fallen slightly after three large percentage drops experienced in Fiscal Years 1976 through 1978. The caseload is now only about half the size it was in Fiscal Year 1975. In Fiscal Year 1976 employable single persons were made ineligible and the economy started to turn around from its depressed condition. The other decline experienced in Fiscal Year 1973 also resulted from significant

administrative changes made in eligibility rules and management techniques. The decline in Fiscal Year 1978 was due in large part to better management and to a slightly improved economy with a reduced unemployment rate.

# General Relief

Average Payment Per Case by Rank, June 1978 and June 1979  
Twelve Top Ranking States in June 1979

	<u>June 1979</u>		<u>June 1978</u>	
	<u>Ave. Payment per Case</u>	<u>Rank</u>	<u>Ave. Payment per Case</u>	<u>Rank</u>
Hawaii	\$260.69	1	2492.81	1
New York	197.46	2	198.12	3
Michigan	192.43	3	214.57	2
Utah	182.32	4	160.26	6
Dist. of Columbia	163.26	5	165.20	4
Pennsylvania	159.67	6	161.31	5
<u>Massachusetts</u>	156.04	7	149.81	10
New Jersey	151.67	8	160.23	7
Illinois	146.77	9	142.51	11
Minnesota	146.06	10	137.35	12
Washington	143.65	11	157.37	8
California	140.40	12	130.70	15
National Average (42 States)	157.27	-	156.17	-

Source: Public Assistance Statistics, SSA Publication No. 13-11917, ORS Report A-2  
June 1978 and June 1979



# SUPPLEMENTAL SECURITY INCOME PROGRAM

## Caseload and Payments, F.Y. 1978-1979

The table below shows the combined Aged and Disabled caseload and expenditures for the two fiscal years 1978 and 1979, the average payment per case per year and per month and the year to year percentage change in these factors.

	<u>F.Y. 1979</u>	<u>F.Y. 1978</u>	<u>Percent Change</u>
Average Monthly Caseload <sup>e/</sup>	129,067	128,510	+ 0.4
Total Expenditures (In Millions)	\$122.1	\$112.1	+ 8.9
Average Annual Payment per Case <sup>e/</sup>	\$946.02	\$872.31	+ 8.5
Average Monthly Payment per Case <sup>e/</sup>	\$ 78.84	\$ 72.69	+ 8.5

e/ Estimate

On January 1, 1974 the Old Age Assistance and Disability Assistance programs were incorporated into a new program administered by the Federal Social Security Administration and named the Supplemental Security Income Program.

The Commonwealth continues to assist aged and disabled Massachusetts residents aided under this new program by reimbursing the Federal Government for a share of the total assistance granted under the SSI program in Massachusetts.

In Fiscal Year 1979 the average monthly caseload combined, (both aged and disabled), increased by 557 cases each month on the average. The increase reflected an increase in the aged portion which more than offset the decrease in disabled cases.

Total reimbursement by the state to the Federal Government increased by ten million dollars. This increase was the result of an increase in the budgeted amounts given to the recipients, as a cost of living increase, and a decline in the resources of the present caseload compared to the caseload a year earlier.

The average monthly payment for the combined caseload increased 8.5 percent or \$6.15 per month to an average of \$78.84 per month (\$946.02 per year) from Fiscal Year 1978 to Fiscal Year 1979. This indicates that the average case had a larger grant paid to them, because there were more Aged cases, who have less resources, than Disabled cases in the total.

It should be noted that the amount paid by the Commonwealth is only part of the grant that was paid to each recipient. In addition, most cases have social security payments and those that do not or have less than a maximum amount are also paid a share of the total SSI grant by the Social Security Administration.

#### Average Monthly Caseloads by Program

The table that follows shows the combined SSI caseload broken down by type of case. Only estimates could be made for both Fiscal Year 1978 and Fiscal Year 1979 as actual counts are unavailable for the April through November 1978 period from the Social Security Administration who administer the program. It appears however that the Aged caseload under the SSI program increased slightly in Fiscal Year 1979, after declining in the previous fiscal years, and the Disabled portion fell for the first time since the program began. The decrease in the Disabled portion was a modest 1.2 percent and the gain in the Aged caseload was only 1.6 percent. The result in the total caseload after the offset was a very slight gain of 0.4 percent or 557 cases each month in the year.

# Supplemental Security Income Program

## Average Monthly Caseload, Aged and Disabled Fiscal Year 1970-1979 and Percent Change from Prior Year

<u>Fiscal Year</u>	<u>Average Monthly Caseload</u>			<u>Percent Change from Prior Year</u>	
	<u>TOTAL</u>	<u>Aged</u>	<u>Disabled</u>	<u>Aged</u>	<u>Disabled</u>
1970	72,032	55,347	16,685	+ 9.6	+ 8.4
1971	77,945	58,994	18,951	+ 6.6	+ 13.4
1972	84,905	62,737	22,168	+ 6.3	+ 17.0
1973	82,400	57,148	25,252	- 8.9	+ 13.9
1974 <sup>a/</sup>	87,735	58,081	29,654	+ 1.6	+ 17.4
1975	115,589	76,775	38,814	+32.2	+ 30.8
1976	127,459	80,500	46,959	+ 4.9	+ 21.0
1977	129,623	76,946	52,677	- 4.4	+ 12.2
1978	128,510 <sup>e/</sup>	73,224 <sup>e/</sup>	55,286 <sup>e/</sup>	- 4.8	+ 5.0
1979	129,067 <sup>e/</sup>	74,429 <sup>e/</sup>	54,638 <sup>e/</sup>	+ 1.6	- 1.2

e/ Estimate

a/ Data combines 6 months of OAA and DA with 6 months of SSI data.  
Prior to 1974 all data is for the Old Age Assistance and Disability Assistance Programs. After 1974, SSI data.

Source: MSER and RSI Series for data prior to January 1, 1974  
January, 1974 and after from the Federal Report Form 8700.



## Food Stamp Program

The food stamp program in its present form began on July 1, 1974 and was designed to improve the diet of the indigent people of Massachusetts, especially the children.

Great changes in the program took place in Fiscal Year 1979, however, with the most significant being that the purchase requirement was dropped. Standards of eligibility were also changed and this was reflected in the caseload, (number of households), receiving food stamp benefits.

All Public Assistance households that receive a cash grant are eligible for food stamps by definition, (with exceptions for those with high incomes), and other families may be eligible if they meet the financial and procedural requirements. These families are described as Non-Public Assistance Households or Non-PA.

At the end of the 1979 fiscal year both the amount of food stamps authorized and the number of non-public assistance households receiving food stamps declined compared to the last quarter of fiscal year 1978, when the purchase requirement was in force but the number of Public Assistance households had increased. The table on the next page will illustrate this change.

### Number of Households by type

From its inception until 1976 the number of food stamp cases continued to grow. After that time the number of PA cases continued to grow while the number of Non-PA cases fell, except during the blizzard of 1978. This condition continued through the present fiscal year 1979 so by June 1979 while the number of PA cases had increased by over 11 thousand from the prior June, the number of Non-PA cases had actually fallen by almost 14 thousand.



# FOOD STAMP PROGRAM

Number of Households by Type and Value of Coupons  
Authorized and Utilized, Quarter Ending June 30, 1978 and 1979

<u>Caseloads</u>	<u>Public Assistance</u>		<u>Non-Public Assistance</u>	
	<u>1978</u>	<u>1979</u>	<u>1978</u>	<u>1979</u>
April	111,808	124,459	80,662	57,920
May	108,979	123,718	71,073	54,855
June	104,404	115,874	69,283	45,855

<u>Authorizations</u>	<u>Total</u>		<u>Bonus Value</u>	
	<u>1978</u>	<u>1979</u>	<u>1978</u>	<u>1979</u>
April	\$22,717,077	\$14,602,307	\$13,272,598	*
May	20,818,914	13,947,670	12,104,906	*
June	20,252,479	12,498,392	11,640,593	*

\* No purchase requirement in 1979; Authorizations represent the Bonus Value  
Total Value and Bonus Value of food stamps authorized and utilized

The data above describes the total value of food stamps authorizations that were actually utilized or spent in the month. Compared to the last three months of fiscal year 1978 the total value of authorizations utilized in the last three months of fiscal year 1979 were down about one third. The total value of authorizations in fiscal year 1978 however include those that required payment from the food stamp households. In June 1978 this purchase requirement or payment was over 8.6 million dollars, so the actual bonus value was 11.6 million dollars. This is what the Department of Agriculture actually gave the households as a benefit and what can be compared to the total value of authorizations utilized each month since January 1979 and what is the benefit to the food stamp households each month.

## SOCIAL SERVICES

### Expenditures by Program, Fiscal Year 1979

<u>Program</u>	<u>Amount of Expenditure</u>
Care and Maintenance of Children	\$42,655,824
Day Care (Contracted and Non-Contracted)	27,690,137
Donated Funds Program	10,038,294
Services to the Elderly and Disabled	3,110,166
Services to Children in Crisis	5,267,918
Tuition and Transportation	49,967
Protective Services for Children	256,206
Family and Children Services	485,139
Family Planning	1,269,546
Family Grant	879,652
Emergency Services	420,745
Services to Facilitate Adoptions	172,594
Emergency Services to Battered Women	73,112
Total All Social Services	\$92,369,300

Source: Status of Appropriations Accounts, June 1979

### Social Service Expenditures by Program, F.Y. 1979

The table above lists the various expenditures for social service program as distinct from Income Maintenance and Medical Assistance program expenditures.

Some expenditures relative to the administration of social service programs are listed under Administration, as described in the next section of this report. They include administration of the Donated Funds Program which in 1979 was \$413,645, administration of the Protective Services Program (\$5,609,009) and the administration of the Social Service Unit which was \$854,371 in F.Y. 1979. Other administrative

costs for the delivery of social services, especially the cost of administering the Care and Maintenance Program, will be described in the next section.

The program requiring the largest expenditure was the Care and Maintenance of Children Program which is for children placed under the care of the Department. Compared to the year before, expenditures for this program were up about 5 million dollars or 13.1 percent. The expenditures provide foster care and group care for children for whom an application was made to the Department or who were referred to the Department by the courts. Other children in this program are in adoptive homes, with relatives or with their own parents but receive some form of care and supervision.

The next largest expenditure was for day care, both contracted and non-contracted. This day care takes many forms from baby-sitting to placement in Day Care Centers and enables mothers to work and partially support the family while the child is under supervision and care or for the mother to receive medical treatment, etc. In Fiscal Year 1979 expenditures for this type of care increased slightly from the year before.

Expenditures under the Donated Funds Program also increased slightly over the prior year. This program is designed to provide social services without direct financial participation of the Welfare Department which only acts as a funnel for federal funds. Private agencies provide 25 percent of the cost of a particular social service provided while federal funds provide the remaining 75 percent.

Services to the elderly and disabled have fallen from \$3.5 million in Fiscal Year 1978 to \$3.1 million in Fiscal Year 1979. As the Office of Elder Affairs is now designated as the provider of most services to the elderly the homemaker and housekeeper services, chore services, transportation and some day care we provided was for the Disabled SSI cases, for the most part.



Social Services to Families and Children are similar to those described above and are used in many cases as an alternative to foster placement and involve services designed to keep the family intact.

Family Planning Services include counseling, medical and educational services to low income families. Unwed mothers are also assisted under this program and are provided with child care training and counseling.

Expenditures for the Protective Services for Children and for Children in Crisis enabled the Department to provide casework services, such as investigations and counseling, to abused and neglected children and to their parents. Emergency and overnight placement are also made under this program. Compared to Fiscal Year 1978, expenditures under these programs together have remained about the same 5.5 million dollars.

Service to Children in Crisis have increased over the past Fiscal Year 1979 and expenditures for this program increased more than 50 percent. These services include services that are designed to prevent adolescent children from entering the correctional system by preventing conduct that would lead to that end.

The Tuition and Transportation Account is for the children under the care of the Department. The Department reimburses the cities and towns where these children reside for their education and school busing costs. In 1978 there were expenditures under the account for the first time in recent years and expenditures in Fiscal Year 1979 were for the previous Fiscal Year.

In addition to the expenditures described above, services were provided and expenditures made for Battered Women and to Facilitate Adoptions and for Emergency Services. Not included in the list of social services expenditures was the \$810,278 spent under the Work Incentive Program which was included under the AFDC account. These funds were used in an effort to place AFDC clients in employment or training for employment situations in conjunction with federal funds



for job counseling, testing, placement and follow-up. In these respects they take on some of the aspects of social services and in conjunction with these services actual social services have to be given such as Day Care. A description of these services is described under the AFDC section in this report.

## ADMINISTRATION

The table that follows shows a breakdown of the total administrative costs of the Department of Public Welfare, by type, in Fiscal Year 1979. The section that follows describes changes in administrative costs of the Department over the year with additional data on some aspects of those administrative costs.

Over 96 million dollars was spent to administer the programs of the Welfare Department, which in Fiscal Year 1979 accounted for an expenditure of almost 1.6 billion dollars. In other words only 6.1 percent of the total expenditures by the Department of Public Welfare were used to administer the many costly and complex programs.

Compared to last year, the administrative costs were up almost 11.6 million dollars. This increase was due in large part to the increases Protective Services and Donated Funds Training. In addition there were two added programs, (Good Health and Foster Care Administration), and a large increase in the Food Stamp Program administrative costs. The percent of administrative costs to total expenditures increased from Fiscal Year 1978 and went from 5.9 percent in Fiscal Year 1978 to 6.1 percent in Fiscal Year 1979.

In the previous fiscal year, regular administration was just under 67 million dollars whereas in this year, (Fiscal Year 1979), regular administration was 68 million dollars. Funds from this account are used for the salaries of social workers and supporting staff, the purchase of supplies and equipment, and rent and utility payments needed for the regular programs that are not separated out in the table that follows. The slightly over 1 million dollar increase was therefore less than would be expected in light of the increased cost for those goods and services that have been increasing in price as the cost of living rises.

# Expenditures for Administration by Type

Fiscal Year 1979

<u>Type of Expenditure</u>	<u>Amount</u>	<u>Percent of Total</u>
	(\$)	(%)
Regular Administration of the Programs	68,003,913	70.5
Vendor Payment System	6,941,983	7.2
Food Stamp Program - Administration	8,199,388	8.5
Child Support Enforcement Unit	2,602,864	2.7
Utilization Review of the MA Programs	896,036	.9
Protective Services Unit	5,609,009	5.8
Social Services Administration	854,371	.9
Donated Funds Administration	413,645	.4
Training (Donated Funds)	1,759,994	1.8
Program "Good Health" Administration	388,140	.4
Foster Care Administration	695,199	.7
Total, All Types	96,456,553	99.8

Source: Status of Appropriation Accounts, June 1979

Expenditures adjusted for accounts payable, F.Y. 1978



The vendor payment system was designed to process the payment of invoices submitted by suppliers of services and goods, especially providers of medical care, in a timely and efficient manner. Compared to last year expenditures increased about 700,000 dollars while the total dollar figure of claims processed increased significantly.

Administrative expenditure for the Food Stamp Program increased 1.2 million dollars from the 7 million dollars expended in Fiscal Year 1978. These funds are used for the processing of applications for food stamps, to cover the cost of the distribution of the food stamps and for the computer system for making the authorizations used in the purchase of stamps and related expenses.

The Utilization Review of the MA Programs is a system designed to insure that the medical assistance clients receive the optimum amount of medical care for each experience, illness or disability. It also insures that patients in institutions will be discharged at the proper time. In Fiscal Year 1979, expenditures for this system were about \$900,000. In 1978 (Fiscal Year) the Hospital Admission Surveillance System was in force with expenditures of \$573,000.

The Child Support Enforcement Unit was created to maximize the amount of child support payments collected by the Department from the legal parents of children receiving assistance. The specialized unit was created in Fiscal Year 1975 although the procedures had been in effect many years as part of the functions of the regular social work staff. Collections in Fiscal Year 1979 were in excess of 34 million dollars compared to 29 million dollars in Fiscal Year 1978. Administrative expenses in Fiscal Year 1979 were 2.6 million dollars compared to 1.9 million dollars in Fiscal Year 1978 for this particular unit.

In Fiscal Year 1977 a new unit was created to perform services that had been given in the past by the regular social workers. This unit was designed to give protective services to clients as a result of the increased number of referrals to the Department. In Fiscal Year 1979 expenditures for this unit increased to \$5,609,009 as the number of referrals and investigations increased tremendously.

The Social Service Administrative Unit was created to control the supply and purchase of social services by the Department for welfare clients. Expenditures for this unit in Fiscal Year 1979 increased about 220 thousand dollars above those of Fiscal Year 1978, while expenditures for the Donated Funds Administrative Unit increased about 31 thousand dollars. The Donated Funds Administrative Unit is responsible for the management of the programs financed by the Donated Funds Program. Funds are donated to the Department, matched by the federal government on a 3 to 1 basis and the total used to provide services that would otherwise not be available as direct state funding is severely limited.

Expenditures for the three social services administrative units, (Protective, Donated Funds and Regular), could also be listed under Social Services but as they are financed for the management of the programs rather than for the services themselves, it is perhaps more accurate and informative to list them under administrative costs.

Regular Administration, which increased about 1.2 million dollars in Fiscal Year 1979, accounted for 70.5 percent of total administrative costs compared to 78.8 percent the year before; the Vendor Payment System accounted for 7.2 percent of the administrative costs in Fiscal Year 1979; the Food Stamp Program Administration accounted for 8.5 percent. The most significant change however was in the percentage accounted for by the Protective Services Unit. In 1978 fiscal year only 1.4 percent of the total administrative costs were accounted for by this unit. In

Fiscal Year 1979 this unit accounted for 5.8 percent of the total administrative costs. As described earlier this resulted from the large increase in referrals, especially as related to battered children.

The remaining types of administration accounted for 7.8 percent of the total.

Compared to the previous fiscal year, the Fiscal Year 1979 totals included two new types of administrative costs, Program "Good Health" Administration, which was designed to administer the program of preventive medical services for children, and Foster Care Administration, designed to administer the Foster Care Program, in part. Another program, very small in Fiscal Year 1978, was the Donated Fund Training program which was designed to give Social Workers the best kind of professional training. This program in Fiscal Year 1979 accounted for 1.8 percent of the total administrative costs compared to 0.1 percent in the prior year.



# Appendix I

## Consumer Price Index

Boston, Mass., All Items - Series A

All Urban Consumers

(1967 = 100)

<u>Year</u>	<u>Jan.</u>	<u>Apr.</u>	<u>July</u>	<u>Oct.</u>	<u>Average</u>
1969	106.8	108.3	110.3	112.4	110.0
1970	113.6	115.1	116.4	119.4	116.7
1971	120.7	121.6	122.7	124.3	122.7
1972	124.8	126.2	127.0	128.9	127.1
1973	129.7	132.4	134.1	138.7	134.7
1974	142.0	145.2	149.7	153.0	148.7
1975	156.4	159.0	163.0	164.8	162.1
1976	171.9	172.5	175.3	176.1	174.5
1977	178.9	181.6	184.5	185.7	183.4
1978	187.5	188.2 <sup>a/</sup>	193.1	195.8 <sup>b/</sup>	193.1
1979	201.6	205.1 <sup>a/</sup>			

a/ March, 1978 and 1979

b/ September, 1979

Source: U.S. Dept. of Labor, Bureau of Labor Statistics, Washington, D.C. 20212

# APPENDIX II

## Caseload by Program By Welfare Service Office, Region and State June 1979

	<u>Medical Only</u>					
	<u>AFDC</u>	<u>GR</u>	<u>Aged</u>	<u>AFDC Related</u>	<u>Disabled</u>	<u>Children Under 21</u>
<u>Total State</u>	121,544	20,686	42,342	8,117	8,919	11,385
<u>Boston Region</u>	27,119	6,626	5,554	1,061	1,435	1,799
Hawkins Street	42	1	12	1	3	1
East Boston	1,984	497	1	0	0	17
Church Street	1,629	1,125	0	0	0	40
Roxbury Crossing	5,618	1,239	0	0	0	95
Hancock Street	3,396	592	1	0	0	54
Adams Street	4,529	507	0	0	0	52
Inst. & Nurs. Homes	0	0	4,002	1	498	2
Columbia Point	306	36	0	0	0	8
West Howell Street	1,707	574	0	0	0	22
"D" Street	324	85	0	0	0	7
So. Huntington Ave.	553	92	0	0	0	8
Roslindale	1,837	304	2	0	0	26
Medical Assist. Only	0	0	1,530	1,057	934	1,377
Grove Hall (Family)	5,194	1,188	6	2	0	70
Westview Street	0	386	0	0	0	20
<u>Springfield Region</u>	19,899	3,637	5,528	1,074	1,063	2,020
Adams	896	153	384	102	104	174
Athol	466	47	128	42	29	54
Chicopee	1,557	166	480	54	90	114
Gt. Barrington	205	21	223	21	25	36
Greenfield	1,050	180	334	84	52	172
Holyoke	2,353	386	735	121	114	226
Northampton	1,275	274	476	84	109	140
Palmer	442	28	86	18	24	46
Pittsfield	1,696	354	522	205	70	267
Springfield	8,054	1,807	1,493	234	327	597
Westfield	979	94	251	56	64	82
West Springfield	926	127	383	53	55	122
Other	0	0	33	0	0	0

## APPENDIX II (cont.)

	Medical Only					
	<u>AFDC</u>	<u>GR</u>	<u>Aged</u>	<u>AFDC Related</u>	<u>Disabled</u>	<u>Children Under 21</u>
Total <u>Worcester Region</u>	13,191	1,446	4,616	829	1,232	1,451
Clinton	386	47	132	26	29	54
Fitchburg	1,627	181	539	174	99	378
Leicester	250	33	44	23	28	26
Leominster	658	-	62	37	27	164
Medway	1,020	193	429	92	100	99
Northbridge	918	72	410	77	129	98
Shrewsbury	1	-	-	-	-	-
Southbridge	1,998	176	539	104	130	160
Templeton	944	122	351	98	164	91
Worcester	5,389	722	2,110	198	526	481
Total <u>Lawrence Region</u>	24,228	3,793	10,368	2,124	2,088	2,782
Amesbury	775	74	281	36	56	76
Beverly	678	94	318	40	48	48
Billerica	470	30	219	70	45	84
Chelmsford	185	16	153	7	13	9
Chelsea	1,264	189	195	58	49	88
Dracut	299	31	103	30	20	23
Everett	1,007	169	344	89	83	90
Georgetown	11	8	39	26	6	13
Gloucester	769	84	338	82	65	97
Haverhill	1,361	238	664	55	82	191
Lawrence	2,782	500	867	378	189	465
Lowell	3,244	506	1,131	211	197	331
Lynn	3,766	650	1,127	218	285	488
Malden	1,324	318	603	151	188	103
Malden	851	119	421	91	103	114
Marblehead	242	28	190	56	25	37
Methuen	555	72	328	37	51	36
Newburyport	340	68	259	22	37	21
North Andover	114	5	196	20	23	29
Peabody	810	98	596	82	109	109
Reading	371	79	318	101	68	70
Revere	1,111	195	467	94	139	90
Salem	1,026	122	319	60	60	67
Tewksbury	217	38	283	40	71	23
Wakefield	222	13	192	14	28	21
Westford	72	3	72	9	6	8
Winthrop	262	46	291	47	42	51
Other	0	54	0	0	0	0



## APPENDIX II (cont.)

	Medical Only					
	<u>AFDC</u>	<u>GR</u>	<u>Aged</u>	<u>AFDC Related</u>	<u>Disabled</u>	<u>Children Under 21</u>
<b>Total</b>						
<u>Gr. Boston Region</u>	14,682	2,320	9,487	1,568	1,862	1,579
Arlington	378	102	275	36	60	60
Brookline	333	100	383	64	83	41
Cambridge	1,851	389	772	183	231	206
Concord	415	36	296	24	56	45
Dedham	210	12	96	43	18	29
Framingham	1,007	142	781	88	102	126
Norwell	299	44	295	26	40	24
Hudson	135	18	63	9	10	9
Marlborough	718	105	582	57	68	79
Natick	222	32	190	23	41	25
Newton	523	70	829	71	99	55
Norwood	904	115	935	228	171	153
Quincy	1,995	324	1,295	137	190	112
Randolph	288	26	186	40	40	23
Somerville	2,103	348	653	188	253	308
Waltham	829	133	540	88	147	84
Watertown	305	47	270	27	51	28
Weymouth	1,284	171	472	107	78	75
Wilmington	165	13	41	24	17	9
Woburn	718	93	524	104	107	88
<b>Total</b>						
<u>New Bedford Region</u>	22,425	2,864	6,789	1,461	1,239	1,744
Attleboro	1,431	166	456	68	82	64
Barnstable	1,151	148	484	215	109	209
Brockton	5,399	619	1,775	167	221	291
Fall River	3,703	643	1,167	212	180	253
Fairhaven	524	60	225	24	20	50
Falmouth	888	131	271	97	45	115
Marshfield	997	93	230	155	93	140
Nantucket	44	12	52	4	6	18
New Bedford	4,175	548	963	226	185	189
Oak Bluffs	81	7	54	16	6	12
Orleans	430	55	124	35	28	58
Plymouth	938	95	227	89	73	80
Taunton	2,014	235	564	95	153	181
Wareham	660	52	110	58	38	84
Other	0	0	87	0	0	0

Appendix III  
Non-Public Assistance Food Stamp Caseload  
by Region and Welfare Service Office  
April 1978 and April 1979

		<u>NON/P.A. FOOD STAMP CASELOAD</u>	
		<u>April 1978</u>	<u>April 1979</u>
<u>Boston Region</u>			
East Boston		1,762	1,464
Church Street		1,445	1,181
Roxbury Crossing		3,254	3,060
Hancock Street		1,507	1,530
Adams Street		2,667	1,520
West Howell Street		818	756
Morton Street		3	1,159
Grove Hall (Family)		659	498
Total Region		12,118	11,168
<u>Springfield Region</u>			
Athol		299	246
Adams		454	456
Chicopee		666	530
Gt. Barrington		266	207
Greenfield		1,098	854
Holyoke		1,001	794
Northampton		2,742	1,851
Palmer		214	170
Pittsfield		1,207	1,227
Springfield		2,757	2,098
Westfield		430	415
West Springfield		574	442
Total Region		11,708	9,290

Food Stamp Caseload (cont.)

NON/P.A. FOOD STAMP CASELOAD

April 1978

April 1979

Worcester Region

Clinton	317	251
Fitchburg	964	978
Leominster	326	301
Medway	923	857
Northbridge	738	592
Southbridge	1,309	1,008
Templeton	521	447
Worcester	3,688	3,614
Total Region	8,784	8,046

Lawrence Region

Amesbury	349	327
Beverly	546	380
Billerica	477	334
Chelmsford	144	107
Chelsea	440	361
Dracut	363	307
Everett	714	571
Georgetown	124	97
Gloucester	872	706
Haverhill	617	627
Lawrence	1,174	1,091
Lowell	1,725	1,483
Lynn	1,572	1,298
Malden	666	582
Medford	725	554
Melrose	322	242
Methuen	359	359
Newburyport	232	182
No. Andover	104	99
Peabody	801	508
Reading	541	360
Winthrop	269	205
Revere	733	735
Salem	548	416
Tewksbury	377	292
Wakefield	219	174
Westford	66	61
Total Region	15,079	12,458



# Food Stamp Caseload (cont.)

	<u>NON/P.A. FOOD STAMP CASELOAD</u>	
	<u>April 1978</u>	<u>April 1979</u>
<u>Gr. Boston Region</u>		
Arlington	448	382
Brookline	769	521
Cambridge	1,967	1,253
Concord	394	314
Dedham	276	184
Framingham	448	306
Newton	651	456
Norwell	339	206
Hudson	122	113
Marlborough	590	422
Norwood	832	602
Quincy	1,885	1,665
Randolph	315	226
Somerville	1,188	938
Waltham	667	469
Watertown	292	170
Weymouth	937	724
Wilmington	186	144
Woburn	812	596
Natick	181	155
Total Region	13,299	9,846
<u>New Bedford Region</u>		
Attleboro	430	343
Barnstable	958	755
Brockton	2,716	2,457
Fall River	951	970
Fairhaven	291	300
Falmouth	802	642
Marshfield	1,013	678
Nantucket	105	66
New Bedford	1,138	977
Oak Bluffs	75	54
Orleans	756	504
Plymouth	868	652
Taunton	1,205	987
Wareham	434	329
Total Region	11,742	9,714
Total State	72,730	60,522



